

Message Text

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PAGE 01 BRASIL 01616 020440Z
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S E C R E T BRASILIA 1616

EXDIS

EO 11652 GDS
TAGS TECH ENRG PARM OVIP (CHRISTOPHER,WARREN), BR GW
SUBJECT: DISCUSSIONS ON NUCLEAR COOPERATION

1. IN FULL DAY OF DISCUSSIONS WITH FOREIGN MINISTER SILVEIRA
AND GOB OFFICIALS, DEPUTY SECRETARY CHRISTOPHER:
--IMPRESSED UPON BRAZILIANS, IN CONTEXT OF PRESIDENT CARTER'S
LETTER TO GEISEL, STRENGTH OF US OPPOSITON TO SPREAD OF NUCLEAR
EXPLOSIVE CAPABILITIES AND DIRECTLY-RELATED ENRICHMENT AND REPRO-
CESSING TECHNOLOGIES.

--PRESENTED FOR JOINT DISCUSSION AND CONSIDERATION ALTERNATIVES
TO NATIONAL ENRICHMENT AND REPROCESSING DESIGNED TO MEET ENERGY
NEEDS WHILE REDUCING PROLIFERATION DANGERS.

--STRESSED THAT US SEEKS NEITHER COMMERCIAL ADVANTAGE NOR ABRO-
GATION OF FRG-BRAZIL DEAL BY EITHER PARTY, BUT MADE CLEAR THAT
SENSITIVE TRANSFERS SHOULD BE DEFERRED PENDING FULL EXAMINATION
OF ALTERNATIVES.

2. IN RESPONSE, SILVEIRA EMPHATICALLY AND REPEATEDLY REFUSED
TO SUSPEND IN ANY WAY, EITHER PRIVATELY OR PUBLICLY, ANY ELEMENT
OF AGREEMENT WITH FRG. MOST HE WOULD ACCEPT--AFTER BEING PRESSED
HARD BY DEPUTY SECRETARY--WAS TO CONTINUE CONVERSATIONS ON THIS
MATTER AND TO CONSIDER ALTERNATIVES PROPOSED BY US. HE SAID THAT

SECRET

SECRET

PAGE 02 BRASIL 01616 020440Z

HIS MANDATE, FROM GEISEL DID NOT GIVE HIM ANY FURTHER LATITUDE.

3. SILVEIRA REITERATED GOB SUPPORT OF NUCLEAR POWER TO MEET
ENERGY NEEDS, OPPOSITION TO NUCLEAR WEAPONS (BUT NOT SPECIFYING
EXPLOSIVES) PROLIFERATION RELIANCE ON INTERNATIONAL SAFEGUARDS
AS FUNDAMENTAL POLICY TENET, UNWILLINGNESS TO ACCEPT DISCRIMINATION
IN TECHNOLOGY ACCESS, AND DETERMINATION TO REDUCE DENPENDENCY ON

OUTSIDE ENERGY SOURCES. BEYOND THIS, NEW ELEMENTS OF GOB POSITION WERE:

--AN INTIMATION OF WILLINGNESS TO FOREGO PNE'S, EVEN BEYOND SCOPE OF TRILATERAL AGREEMENT WITH FRG AND IAEA;

--ACKNOWLEDGMENT THAT GOB CONSIDERS ITSELF BOUND TO TAKE NO ACTION INCONSISTENT WITH THE PROVISIONS OF TREATY OF TLA TELCO AS LONG AS OTHER SIGNATORIES DO NOT VIOLATE THEM; AND

--READINESS TO CONSIDER FURTHER UNSPECIFIED INTERNATIONAL NON-PROLIFERATION UNDERTAKINGS, PARTICULARLY AS REGARDS SAFEGUARDS, AS LONG AS THERE IS NO ABROGATION OF EXISTING AGREEMENTS.

4. US SIDE WELCOMED GOB STATEMENTS SUPPORTING LIMITED NON-PROLIFERATION OBJECTIVE, BUT EMPHASIZED CONCERN WITH SPREAD OF NUCLEAR WEAPONS, USABLE MATERIAL AND SENSITIVE TECHNOLOGY, AND VIEW THAT SAFEGUARDS WERE NECESSARY BUT NOT SUFFICIENT TO PREVENT NUCLEAR SPREAD.

5. IN ELABORATION OF POSSIBLE ALTERNATIVES TO NATIONAL ENRICHMENT AND REPROCESSING, US SIDE DISCUSSED BILATERAL, MULTILATERAL AND INTERNATIONAL ARRANGEMENTS FOR ASSURING SUPPLIES OF REACTOR FUEL AND DESCRIBED POSSIBILITIES FOR INTERNATIONAL EVALUATION OF FUEL CYCLE, INCLUDING REACTOR TECHNOLOGIES, SPENT FUEL STORAGE, AND REPROCESSING AND ITS ALTERNATIVES. TO PROVIDE FOR GOB PARTICIPATION IN LATTER, US SIDE OUTLINED INTERNATIONAL MECHANISM BASED ON BILATERAL CONSULTATIONS AMONG INTERESTED COUNTRIES WITH CURRENT AND PLANNED MAJOR NUCLEAR ENERGY PROGRAMS--WITH MULTILATERAL SECRET

SECRET

PAGE 03 BRASIL 01616 020440Z

MEETINGS AS APPROPRIATE. IN HIS ONLY "OBSERVATION", SILVEIRA WELCOMED OUR CLARIFICATION THAT BILATERALS WOULD NOT BE EXCLUSIVELY WITH THE US.) US SIDE ALSO REPORTED WILLINGNESS OF FRANCE TO BACK UP FUEL SUPPLY TO BRAZIL AND FRENCH AGREEMENT NOT TO PLACE FRG OR BRAZIL AT COMMERCIAL DISADVANTAGE. US OUTLINED POSSIBILITIES FOR NON-NUCLEAR ENERGY COOPERATION, WHICH SILVEIRA EXPRESSED STRONG INTEREST IN PURSUING.

6. AT CONCLUSION OF TALKS, DEPUTY SECRETARY MADE CLEAR--AND SILVEIRA APPEARED TO REGISTER --THAT GOB NOW FACES KEY CHOICE FOR ENERGY SECURITY: IT CAN CONSIDER MULTILATERAL ALTERNATIVES TO MEET ITS ENERGY NEEDS, OR IT CAN ACCEPT RISKS TO ITS NUCLEAR PROGRAM BY PROCEEDING ON ITS PRESENT COURSE. DEPUTY SECRETARY SUMMED UP MESSAGE HE WANTED SILVEIRA TO TAKE AWAY WITH HIM AS FOLLOWS: (A) PRESIDENT CARTER IS DEEPLY COMMITTED TO HALTING NUCLEAR SPREAD; (B) WE HAVE SUGGESTED ALTERNATIVES TO BRAZIL, WHICH WE WILL SUMMARIZE IN WRITING AFTER RETURN; (C) WE EXPECT GOB TO SERIOUSLY CONSIDER THESE PROPOSALS, WHICH WE BELIEVE WILL BENEFIT BRAZIL AND THE

INTERNATIONAL COMMUNITY, AND WILL FORESTALL PROLIFERATION;
(D) WE ASK BRAZIL TO TAKE NO IRRETRIEVABLE STEPS PREJUDICING
AVAILABILITY OF ALTERNATIVES; AND (E) US WILL CONTINUE CONSULTA-
TIONS REGARDING PROPOSALS WITH OTHER INTERESTED STATES, UNDERSTANDS
THAT GOB WILL BE BACK IN TOUCH AS IT CONSIDERS THESE PROPOSALS,
AND IS PREPARED TO MEET AGAIN WITH GOB ANY TIME AND ANY PLACE.

7. BRAZILIANS PROVED HIGHLY SUSPICIOUS OF AND RESISTANT TO US
SUGGESTION THAT JOINT PRESS STATEMENT BE ISSUED, ARGUING
THAT ANY STATEMENT WOULD IMPLY GOB READINESS TO SUSPEND FRG
AGREEMENT. WHEN FACED WITH PROSPECT OF INDEPENDENT US STATEMENT,
HOWEVER, GOB SIDE FINALLY AGREED TO ISSUE FOLLOWING
JOINTLY AGREED TEXT:

QUOTE THE TWO PARTIES EXCHANGED VIEWS ON NUCLEAR MATTERS AND
ENERGY NEEDS. EACH SIDE WILL CONSIDER THE POSITIONS EXPRESSED
BY THE OTHER. THERE WILL BE FURTHER TALKS ON THESE MATTERS.
END QUOTE.

SECRET

SECRET

PAGE 04 BRASIL 01616 020440Z

8. COMMENT: FOR THE MOST PART, SILVEIRA PROJECTED SOME OF
THIS REACTION WE JUDGE TO BE POSTURING, WHICH AT TIMES BORDERED
ON THE OFFENSIVE. HE POINTEDLY INDICATED THAT HE WAS PREPARED TO DO
NO
MORE THAN TO LISTEN TO WHAT US HAD TO SAY, JUST AS BRAZIL WOULD
LISTEN
TO "ANY OTHER" FIRNELY COUNTRY. AS WE ENGAGED BRAZILIANS ON
ISSUES RAISED BY FRG AGREEMENT, OTHERS ON THE GOB SIDE CLEARLY
INSISTED THAT SILVEIRA VOICE EVEN MORE FORECEFUL OPPOSITION TO
REOPENING THE AGREEMENT IN ANY WAY. AT SEVERAL POINTS, SILVEIRA
SOUGHT TO LEAVE IMPRESSION THAT GOB WAS PREPARED TO ACCEPT
ATTENUATION OF BILATERAL RELATIONSHIP IF THAT WERE PRICE OF
GOING AHEAD WITH NUCLEAR ACCORD. IN THE END, HOWEVER,
SILVEIRA VERY GRUDGINGLY AGREED TO CONSIDER US SUGGESTED ALTERNA-
TIVES-A WORD HE REFUSED TO ACCEPT, PREFERRING "PROPOSALS"--AND TO
HOLD FURTHER TALKS.
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